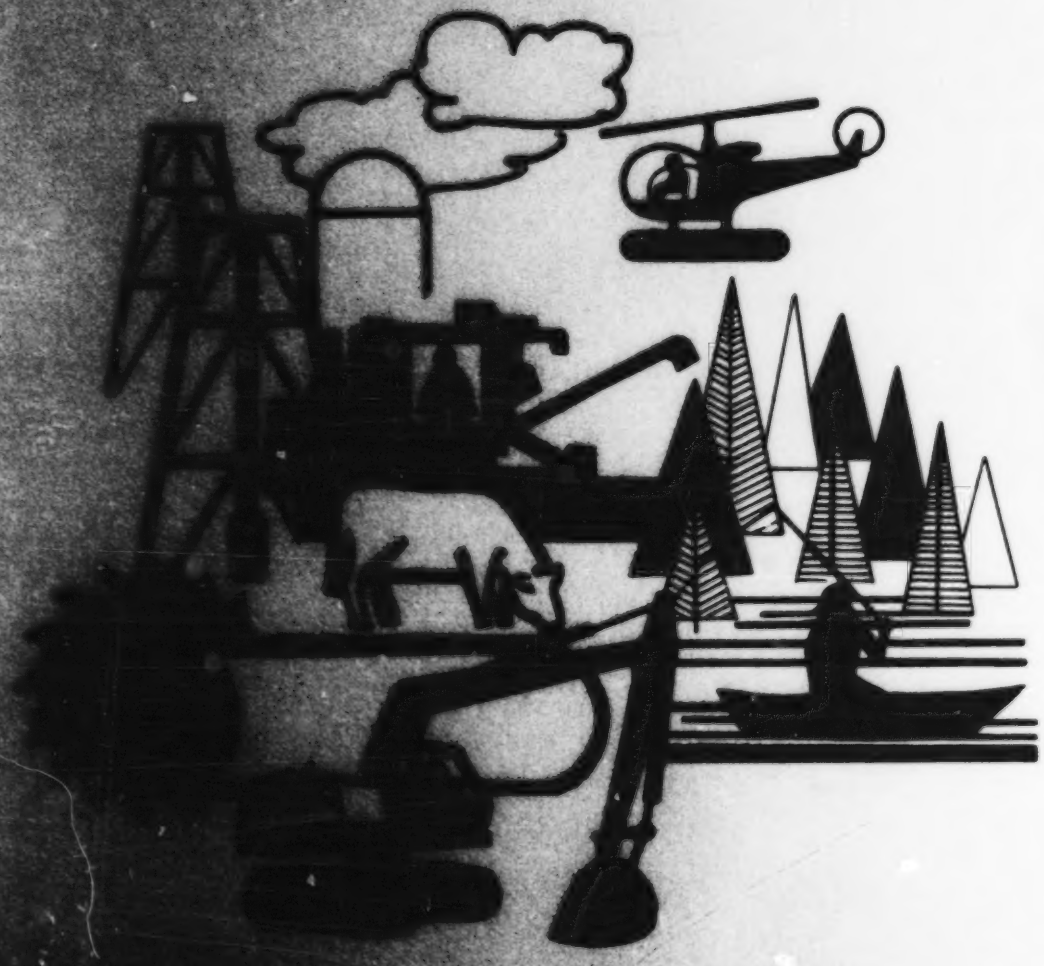
FAMILY VIOLENCE IN NORTHERN ALBERTA

Addressing the Issues



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NORTHERN ALBERTA DEVELOPMENT COUNCIL

FAMILY VIOLENCE IN NORTHERN ALBERTA

Addressing the Issues

Northern Alberta
Development Council
April 1988

NORTHERN ALBERTA DEVELOPMENT COUNCIL 1987/88

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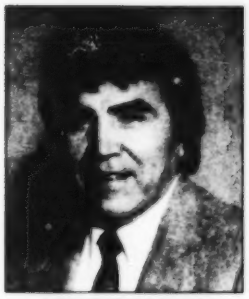

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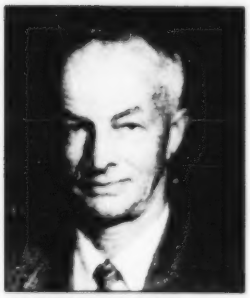

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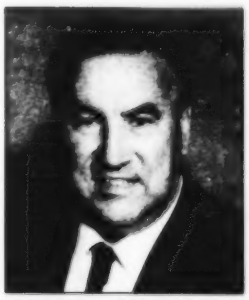

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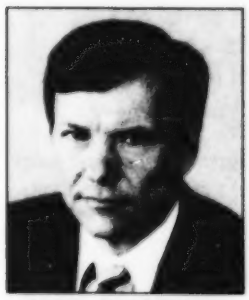

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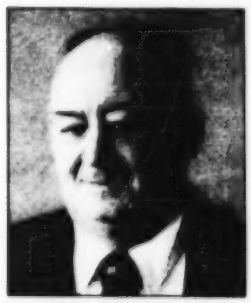

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May 1988

The Northern Alberta Development Council is pleased to present this position paper on family violence issues in northern Alberta.

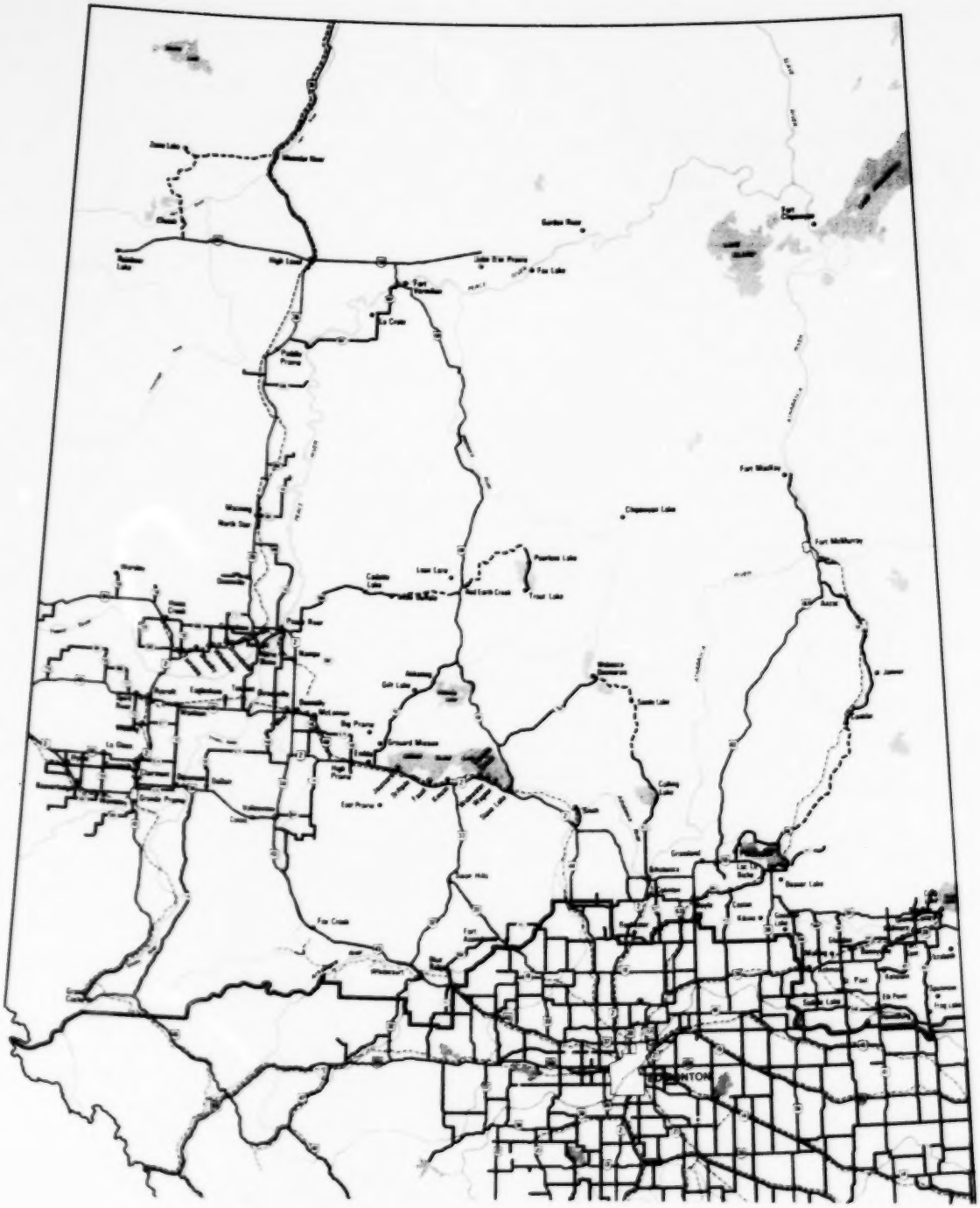
Over the past years, the Council has received a number of briefs from community groups and organizations across northern Alberta on the problem of family violence. Council has become increasingly aware of the spiralling staircase of family violence and some of the initiatives being undertaken to deal with it.

To become more familiar with the issues, the Northern Alberta Development Council requested the Northern Development Branch to undertake a major review of family violence in northern Alberta.

Following completion of the review, the Council has set out ten recommendations for consideration by the Provincial Government. The Northern Alberta Development Council feels that the recommendations contained in this position paper address the major issues and concerns affecting family violence in northern Alberta.

Bob Elliott

Bob Elliott, MLA
Chairman



NORTHERN ALBERTA DEVELOPMENT COUNCIL AREA

COMMUNITIES WITH POPULATION OVER 75 (1991 CANADA CENSUS)

PRIMARY HIGHWAY — SECONDARY ROAD — L.O.C. ROAD - - - - - - RAILWAY

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INTRODUCTION

Over the past years, the Northern Alberta Development Council has received a number of briefs on the subject of family violence from community groups and organizations across northern Alberta. To become more familiar with the issues, the Northern Alberta Development Council requested that a review of family violence in northern Alberta be undertaken.

Objectives

Three main objectives were identified for the study:

- To broadly examine family violence issues and concerns encountered by northern communities
- To identify the assistance and services available to community groups working on family violence
- To recommend action to help alleviate the problems associated with family violence

Methodology

The study approach utilizes several sources of data:

- A literature review of publications and reports on family violence
- Interviews with individuals, both government and non-government, who could provide insight and background into the topic area
- A survey involving the 28 towns and cities in northern Alberta in an effort to get input on issues and concerns on family violence and to get a profile of the services to deal with family violence within each community, including preventive services, crisis intervention services, and follow-up services
- A "review committee," consisting of representatives from across northern Alberta working or volunteering in the area of family violence, that met to review and provide feedback on the first draft of the report. (See list of committee members in Appendix A.)

Report Layout

Chapter One deals with the problem of family violence and provides information on its statistics, definitions and dynamics. The unique needs of northern Alberta are discussed in Chapter Two.

This is followed in Chapter Three by a discussion of services and programs essential to a comprehensive approach to dealing with family violence victims.

Services available in northern communities are identified, as well as recent family violence initiatives presently taking place that could impact on northern Alberta. In Chapter Six, there is an evaluation of service needs, where gaps between existing services and ideal services are noted.

Review committee conclusions, discussing how service gaps can best be met, precede the Northern Alberta Development Council recommendations.

CHAPTER 1: UNDERSTANDING FAMILY VIOLENCE

Family violence is not a new issue, but is one that has been gaining more and more public awareness. It is emerging as a significant and alarming social problem.

Although it is difficult to determine the prevalence of the family violence problem, largely due to its hidden nature, some statistics are available:

- Ten percent of Canadian women are abused by a husband, common-law spouse or lover.[1] This figure was officially adopted by the House of Commons, May 1982. A recent report on *The Incidence of Wife Assault in Alberta* (1987) revealed that 11.3% or one in nine Alberta women are victims of battering. With a population of 550,000 women legally married or living with a common-law spouse in Alberta (StatsCan 1981), Alberta has potentially 55,000 abused women.[2] The Canadian Advisory Council on the Status of Women has estimated the number of battered women in Canada at approximately one million per year.[3]

- It is estimated that 1% of men are victims in abusive situations. Applied to Alberta's population statistics (1981), this could indicate a potential 5,800 abused men in Alberta.

- A woman receives an estimated average of 30 battering incidents before she makes her first contact with an agency.[4] The Canadian Advisory Council on the Status of Women (1980) found that battering incidents are frequently severe. In about one-third of the cases, medical treatment is required.[5]

- Support Services for Assaulted Women claims that spouse abuse is responsible for 20% of all Canadian homicides in two ways:[6]

  1) 20% of homicide victims are murdered by their spouses, most victims being women.
  2) A woman who kills her spouse is usually an assaulted person acting in self-defence.

- Alberta Social Services and Community Health (ASSCH) estimated 3,900 women and 4,800 children were housed in emergency shelters in 1985.[7] This does not include families housed in hotels and motels. For every one person housed in an emergency shelter, it is estimated that one other person is turned away due to a shortage of space.

- In 1985 a study was conducted by WIN House, a women's shelter in Edmonton, on 336 children aged three to 18. Of those 336, 87% had been physically, sexually, emotionally abused and/or neglected. Of the 47 children in the 11 to 18 age bracket, 30% had been sexually abused.[8]

- In 1984, the Badgley Report presented data on the prevalence of sexual abuse in Canadian society. Responses indicate that by the time they are 15, 6% of boys and 15% of girls have been the subject of serious sexual assault. By the time they are 17, 9% of the boys and 22% of the girls have been victims of sexual assault.

At best, these figures are mere estimates of the family violence situation. MacLeod (1980) suggests there are 10 unreported cases for every one call to the police by a battered woman. Family violence is an insidious crime with serious and far-reaching implications.

The Social Costs of Family Violence

The tremendous costs of family violence in terms of the physical and psychological well-being of the victims is often the focus of public awareness. However, policy-makers, academics, and service-providers are starting to look at the larger costs: to children, to the offender, and to society as a whole.

The impacts of family violence on society are high. In addition to the obvious direct financial concerns, the indirect social costs incurred can be just as extensive.

The ability to estimate the direct financial burden to the taxpayer is extremely limited. The little that is known, however, suggests the price of battering could be astronomical, as the following rough estimates of police intervention

and the provision of emergency shelter reveal.

With protective services, the percentage of time a police officer spends with family violence calls can be calculated. An estimated $32 million was paid in 1980 by Canadian taxpayers for police intervention and related support in family violence incidents.[9] Regarding shelters, the total 1985 operating budgets for a sample of 106 shelters in Canada was $18.3 million. Extrapolating this to all 230 transition houses and shelters in Canada, approximately $40 million is the estimated expenditure. These 230 shelters, operating 24 hours a day, housed, fed and clothed 42,000 women and 55,000 children in 1985.[10]

These figures are only indicators of the overwhelming financial burden of family violence to society. Other direct costs to taxpayers include medical, legal and social services to deal with victims and abusers. No statistics are available, however, on the length of stay of abused women in hospitals to recover from injuries, or of how many children repeat school grades or require special tutoring because of stress from living in a violent family, or of how many women and children are on welfare or for how long because they left a battering spouse. The pervasiveness of violence in families exacts an incalculable amount from society.

Indirectly, allowing family violence to occur puts society at risk. The inter-generational transfer of violence as a learned behavior is well-documented. There is evidence that family violence is related to the future criminality of the children, particularly criminal behavior involving violence. As Linda MacLeod reports in *Battered But Not Beaten:*

> A 30-year longitudinal study found that reports of ongoing parental conflict and violence during childhood were significantly predictive of serious adult personal crimes such as assault, rape and attempted rape, kidnapping and murder.

Shelter workers report seeing an increased number of very violent children, citing cases of conscious and serious violence by boys and girls as young as five. As adults, boys who grew up in violent homes are 1,000 times more likely to beat their spouses; girls are more likely to accept it.[11]

Recently, family violence literature and research have begun to explore the problems of children who witness domestic violence.[12] Although some of the findings are difficult to interpret due to methodological problems, children who witness their mothers being abused have been reported to exhibit high levels of anxiety and/or depression; low self-esteem; agitation; aggression; verbal, cognitive and motor delays; and various health and sleep disturbances. Studies showing the differential effects on the behavior of boys and girls have identified more passivity and overdependence by girls and a tendency to high levels of aggression in boys.

Many batterers come from families where their mothers were battered and/or where they themselves were physically, sexually or psychologically abused as children.[13] In a study reported in *Battered But Not Beaten*, 61% of interviewed women in shelters in 1985 said their partners had been abused as children. Of the battered women themselves, 39% had been physically abused as children, 24% reported being sexually abused and 48% reported being emotionally abused. In the same study, of the women who revealed that they physically abuse their own children, 69% said they themselves had been physically abused as children.

A drastic reduction of family violence and an ultimate goal of prevention provide the only hope of reducing the burden of these social and monetary costs. If not stopped or prevented, the direct and indirect costs of family violence will continue to oppress future generations.

What do we mean by Family Violence?

The term "family violence" is often used interchangeably with "abusive relationships."

Assaultive behavior can include physical abuse, emotional and psychological abuse, sexual abuse, economic abuse, and the destruction of property and pets.

Family violence includes abuse directed at three groups:

1) Wife abuse/Spouse abuse

Wife abuse is defined as the "physical, psychological or sexual abuse by a male against his female partner, such that the survival and security of the abused is endangered."[14] Although in the vast majority of cases the woman is the victim, abuse against the male also occurs. Because either sex can be the victim, the term "spouse abuse" is the more appropriate and preferred term, referring to an assaultive behavior between adults in an intimate, usually co-habitating relationship. The partners need not be married.

2) Elder abuse

Only recently have professionals begun to examine the possibility and prevalence of elderly persons being abused by family members whom they live with and depend on for assistance. A study in Manitoba in 1982 indicated 2.2% of the elderly surveyed had experienced some type of abuse.[15]

3) Child abuse

Child abuse is a term used to describe "behavior on the part of a parent or guardian that results in significant negative emotional or physical consequences for a child."[16] There is a grey area regarding what constitutes child abuse, since what some consider violence, others consider firm discipline. In 1986, the Child Abuse Hotline received 6,201 calls.

Abuse, as noted in an earlier definition of assaultive behavior (page 2), can include physical abuse, emotional abuse and/or neglect, and sexual abuse. Child sexual abuse is a serious concern and one deserving special comments. Although a hidden and underreported crime, some statistics are emerging. The Badgley Report (1984) commissioned a random survey of 2,138 individuals, 94% of whom responded. The key results are shown in the chart below:

Percent Victims of Sexual Assault by Sex and Age

AGE	SEX: M	SEX: F
15	6%	15%
17	9%	22%

The Badgley Report went on to conclude that sexual threats and sexual exposure to children are common occurrences.[17]

Many sexually abused children grow up to sexually abuse their own children or to allow it to happen to their children.

No discussion on family violence would be complete without comments on suicide and alcoholism. Violence, sexual abuse, drinking and suicide are all interrelated when viewed from the big picture.

Alcohol Abuse

Alcohol abuse is a factor in a number of social ills, including family violence, child abuse and teen suicides. Police claim that alcohol is a major factor in up to 80% of crimes in the Northwest Territories.[18] A national task force report on suicide found 86% of suicide victims had been drinking immediately prior to their deaths.[19]

Alcohol can be a factor in family violence in many ways. First, it reduces people's inhibitions against violence, including sexual violence. Statistics show that alcohol and/or drugs are involved in 30% — 90% of abuse cases.[20] Some say alcohol alters personality and causes people to do things out of character. However, alcohol is not the cause, but rather the tool used to help the abuser vent anger. Intoxicated persons are seen as being less responsible for their actions; violence is regarded as more acceptable and understandable if the offenders are drunk. Alcohol can provide an excuse for the behavior and also remove the effects of "conscience."

Violence may stop even though the abuser is still drinking and often the drinking may stop, with the violence continuing. Alcohol cannot be used to legitimize violence.

Suicide

Victims of family violence can suffer a number of emotional disturbances, including depression, guilt, low self-esteem and feelings of helplessness, hopelessness and worthlessness. To some of these victims, suicide may appear to be the only way out. Men whose wives and children leave them because of family violence are themselves at risk for suicide. Unfortunately, suicide is an underreported act, because the cause of death can be listed as something else. For example, a woman may officially die of kidney failure, but this might actually have been caused by an overdose of drugs and the death is, therefore, a suicide. Nonetheless, the available suicide rates (1975-1984) show a higher incidence in northern rural Alberta (17.1 per 100,000) as compared to even the Grande Prairie area (9.9 per 100,000).[21] In 1986, preliminary statistics from the medical examiner's office show that of 420 suicides in Alberta, 119 occurred in the northern region.

Considering that northern Alberta has about 10% of the province's population, an equitable distribution would be 42 deaths by suicide (10% of 420). Clearly, 119 far surpasses what would be expected.

According to the PACE Crisis Line in Grande Prairie, it is an accepted figure that for every one suicide there are about 100 attempts. For northern Alberta, the 119 suicides indicate a potential of 11,900 attempts. Further, an estimated average of five people are said to be affected by any one suicide or attempted suicide. This means the problem of suicide can potentially touch the lives of 59,500 northern residents. Clearly, suicide is a far-reaching concern.

Dating Violence

In the past few years, a new type of violence is receiving recognition. "Dating violence" occurs when young women are physically, emotionally, or sexually abused by their boyfriends. Women's organizations have found increased calls from girlfriends in abusive relationships. Initial reports from California in 1982-1983 revealed that 35% of high school students had experienced violence or the threat of violence in their dating relationship.[22] Nearly 27% had experienced actual violence, ranging from throwing objects to slapping, kicking and punching.[23] Other studies indicate 25% to 50% of high school and university students report having experienced an abusive relationship.

It appears that violence is reciprocal — that both men and women have resorted to it. The extent of damage to the woman, however, is significantly greater.

There are dynamics of dating violence that are similar to those in spouse abuse:[24]

- Pressure to have a boyfriend is a powerful motivator. It is better to have an abusive boyfriend than none at all.
- Violent explosions are seen as a sign of love.
- The girl thinks she can reform the violent boyfriend.
- Some women think they deserve the abuse.

Shelter workers feel frustrated over the increase in battered teenage women, because these women cannot officially be housed until they reach the age of majority in their province or are defined as an "adult" under social services regulations. As well, many of the girls are living at home, have no children, are going to school and should be able to "escape" by leaving the relationship. The practical and legal problems faced by these young women are different from those experienced by other abused women. Special programs to raise their self-esteem and to help them leave their relationships before they become battered wives are necessary.

Dating violence is a new area that requires early intervention. Research is needed to determine its prevalence in the teenage population.

The Dynamics of Family Violence

Spouse abuse transcends traditional class, race, and socio-economic lines. It is just as likely to occur in an affluent suburb as on skid row, as likely to occur in high income as low income families, and as likely to occur in rural households as in cities. Battering incidents tend to follow a cycle referred to as "the cycle of violence." This cycle comprises three distinct phases and explains how a battered woman becomes victimized and why she does not attempt to escape.

Dr. Lenore Walker, developer of the Cycle Theory of Violence, discusses the three phases:[25]

> During the first phase, there is a gradual escalation of tension displayed by discrete acts causing increased friction such as name-calling or physical abuse. The batterer expresses dissatisfaction and hostility but not in an explosive form. The woman attempts to placate the batterer, doing what she thinks might please him, calm him down, or at least, what will not further aggravate him. She tries not to respond to his hostile actions. Often she succeeds for a little while, which reinforces her unrealistic belief that she can control this man.
>
> The tension continues to escalate and eventually she is unable to continue controlling his angry response pattern. Exhausted from the constant stress, she usually withdraws from the batterer, fearing she will inadvertently set off an explosion. He begins to move more oppressively toward her as he observes her withdrawal. Tension between the two becomes unbearable. The second phase, the acute battering incident, becomes inevitable without intervention.

> Phase two is characterized by the uncontrollable release of the tensions that have built up during phase one. The batterer typically unleashes a barrage of verbal and physical aggression that can leave the woman severely shaken and injured. In fact, when injuries do occur it usually happens during this second phase. It is also the time police become involved, if they are called at all. The acute battering phase is concluded when the batterer stops, usually bringing with its cessation a sharp physiological reduction in tension. This in itself is naturally reinforcing. Violence often succeeds because it does work.
>
> In phase three which follows, the batterer may apologize profusely, try to assist his victim, show kindness and remorse, and shower her with gifts and promises. The batterer himself may believe at this point that he will never allow himself to be violent again. The woman wants to believe the batterer and, early in the relationship at least, may renew her hope in his ability to change. This third phase provides the positive reinforcement for remaining in the relationship, for the woman.

After the first incident of physical abuse, the battered woman herself goes through a series of phases, as identified by Frances Woods.[26]

At first, the woman's most common response is denial. She can't believe she is a victim of family violence. Later, in stage two, she starts blaming herself for the incidents — she believes she caused the attack. By telling herself it was her own fault, she also creates an element of control in the relationship. Later incidents show that she has no control over stopping the violent episodes. In stage three, the woman may seek help. Often, however, the confidant tells her it *was* her fault and she is to blame. The woman may make the break and leave the relationship. Those who work with assaulted women say that 80% to 85% of the women who leave return to the relationship more than once.[27] In fact, a woman will leave her husband an average of four times before she leaves him forever. Odyssey House statistics show that 51% of women leaving that shelter return to their relationship.[28] The "ambivalent stage" occurs while the woman tries to decide if she should stay or leave for good; this stage could last for years.

> Why does she leave? She believes her life is in danger. She fears for her children. She has some hope of supporting herself in the outside world. She has mustered some self-confidence to believe she can have a satisfying life on her own.
>
> Why does she go back? She wants the relationship to succeed. She believes his promises or his threats. She feels guilty about breaking up the family. She feels worthless and fears she can't make it on her own.[29]

Throughout this ambivalence the woman will need support, whatever her decision.

Family violence is a multi-faceted and complex issue. However, only by understanding the immensity and the dynamics of the problem can effective solutions be identified.

CHAPTER 2: THE UNIQUE NEEDS OF NORTHERN ALBERTA

Alberta's North experiences the problems of family violence. Considering that the Northern Alberta Development Council area consists of 10% of the province's population, the 55,000 abused women in Alberta could translate into approximately 5,500 abused women in northern Alberta. Table A, following, outlines population figures and the distribution of northern residents by type of municipality.

Northern Alberta, however, must deal with a number of special conditions which make it unique in comparison with the rest of the province and deserving special consideration when dealing with solutions to family violence.

Isolation

The first and most obvious condition is the isolation factor. Some communities are several hundred kilometres from the nearest town. Others are accessible only by air. This has a very strong influence and effect on how family violence is dealt with.

Usually, the family is the main source of emotional support for the victim. Victims are not often aware of services in neighboring communities or even how to contact them on toll-free or Zenith lines.

There are other types of isolation often experienced in abusive families in rural communities: social and emotional isolation. In many cases, rural communities live a more traditional way of life, with the man being the breadwinner and the woman the homemaker. This creates an economic dependence by the woman on the man, decreasing the resources and options available to her. She may be miles from the nearest neighbor and, as Erin Prizzey says, "they all scream quietly so the neighbor won't hear; but with rural women it really won't matter whether they scream or not."[1] Neighbors are more reluctant to get involved because as neighbors, they rely on each other and work together; they may not want to take sides. There are few options open for a battered woman in an isolated community, which is an important element in keeping her trapped in an abusive relationship.

Poor Transportation Connections

Transportation is a critical problem in isolated areas. Often public transportation is unheard of. Bus connections to a larger community in order to receive services may be available, although the connections are not always convenient or direct. In some areas, roads may be non-existent and air service expensive and irregular.

Table A: Resident Population of the NADC Area by Type of Municipality*

	Population 1976	Population 1979	Population 1985
Cities (2)	17,475	20,427	61,866
Towns (25)	43,138	50,745	69,968
New Towns (1)	23,307	34,939	1,004
Villages (14)	6,281	6,140	6,196
Metis Settlements (8)	3,046	—	3,975
Summer Villages	—	—	533
Counties (3)	19,710	20,269	24,366
Municipal Districts (5)	16,496	17,066	16,966
Improvement Districts (10)	39,009	42,972	44,086
Registered Indians On-Reserve (24)	9,303	9,303	11,559
TOTAL	177,765	201,861	240,519

**Inventory of Infrastructure for Northern Alberta Communities*, NADC, 1985.

Less Extensive Services

Northern Alberta has a low population base; the Northern Alberta Development Council region consists of 60% of the province's land mass with only 10% of its population. This makes it difficult to justify certain programs and services. Resistance to the costs of implementing services to benefit only a few is a familiar attitude that has to be overcome. Because services are less extensive, northern residents do not have agencies, departments and associations to turn to in times of emergency. Those services that do exist are usually under-funded, over-extended, and may not be accessible to residents of isolated and remote communities.

Lack of Anonymity

In small communities in the North, everyone knows everyone. The social worker is a neighbor of the victim; the batterer socializes with the police officers. Because of this lack of anonymity, an attitude of concealment is much more common. Family violence victims are more hesitant to access agencies for help and to share their stories when they may have to deal with staff they know personally. There is also fear that everyone in town could know about their personal situation and that they could become the main topic of conversation the next day. Many victims would rather suffer in silence.

Safe Shelter

Safe shelter in many northern communities is difficult to arrange. When a town is small, both in terms of size and population, it is not hard for a batterer to locate his spouse if he wants to. Seeking haven in the homes of friends and neighbors can also put other families at risk. Finding safe refuge for a battered woman and her family is a continuing concern.

Similarly, alternative housing of a long-term nature is often unavailable. Oil and other resource towns experience high rental rates and non-existent vacancy rates. Housing of any sort is impossible to find in some communities.

Telephone Service

Another problem affected by the distance factor in rural areas relates to a service we almost always take for granted: the telephone. In many cases, families may not even have a phone, making it impossible to get emergency help. If the victim does have a phone, it could very likely be on a party-line, where there is a risk that the neighbors might overhear a conversation with a crisis line counsellor, a social worker, or the police. Because of this, a victim may be reluctant to call. Second, rural residents may have to call long-distance to reach services or agencies to help with their situation. Cost could be a factor prohibiting women from seeking help. As well, long-distance calls can be traced and hard to explain when the bill comes. Although many emergency services are accessible toll-free, many people may not understand the government RITE line, or Zenith lines, or are unaware that they can often call collect.

Native Concerns

Northern Alberta has a large native population. Family violence in the native culture is a little-studied area. Information that has been gathered, however, clearly indicates a problem of serious proportions. In a report entitled *Native Women's Needs Assessment Survey* (1986), 63% of the women interviewed had been battered. About 65% of the native population lives in rural and remote parts of Canada.[2] In many of these communities people are still further removed from information and services because of financial hardship, as well as language and other cultural differences.

Poverty heightens the isolation experienced by many battered women living on reserves. Usually, they have no telephone available to call for help should a crisis arise, and no means of transportation to leave and get to safety. Transportation is difficult to arrange and afford. There are few options open to women who leave the reserve. Usually, they must leave their culture entirely, as other reserves will not accept them. If such women do get away, they have no money to survive.

Native people face a myriad of family and social problems. Native suicide rates are significantly higher than non-native rates. In Alberta, from 1975 to 1984, the suicide rate per 100,000 people in the Grande Prairie area was 9.9; in the northern rural area, it was found to be 17.1 per 100,000 people. Nationally, native Canadians had a suicide rate of 36.1 per 100,000 persons in 1982.[3] In that same period, non-native Canadians had a suicide rate of 14.2, two-and-one-half times lower than the native population.

Alcohol problems also compound the situation. A national task force on suicide released last

year found that 86% of suicide victims had been drinking immediately prior to their deaths. Alcohol consumption is at alarming levels, with some reserves, such as Alkalai Lake, British Columbia (before the treatment program), at almost 100% alcoholism. (Since the introduction of a mobile treatment program, the reserve has now gone to 95% sobriety.) Other northern reserves face similar circumstances.

Services which are available in nearby communities are not often accessed by native women. Some factors which may keep them from using the services include the following:[4]

- They are unaware of the range of services.
- They are reluctant to leave the support of friends and family.
- They are socially pressured to remain in the relationship.
- There is restricted access to the services due to isolation and transportation problems.
- There may be cultural and language barriers.
- The women may not feel comfortable with non-native counsellors or service providers. (There is a significant increase in native clientele in shelters when native staff are employed.)
- There is a fear of the unknown.

The isolation, poverty and cultural differences of native people require a unique and sensitive approach when dealing with family violence.

In summary, northern residents are subject to a variety of conditions often not faced by urban and southern residents:

- Isolation
- Poor transportation connections
- Fewer services and agencies
- Lack of anonymity
- Problems with safe refuge
- Telephone communication concerns
- Native concerns

These conditions work together to compound the difficulties involved in trying to meet the needs of victims of family violence. They have a great impact on the approach taken in dealing with family violence and solutions to these factors will require creativity and persistence.

Evaluation of Briefs

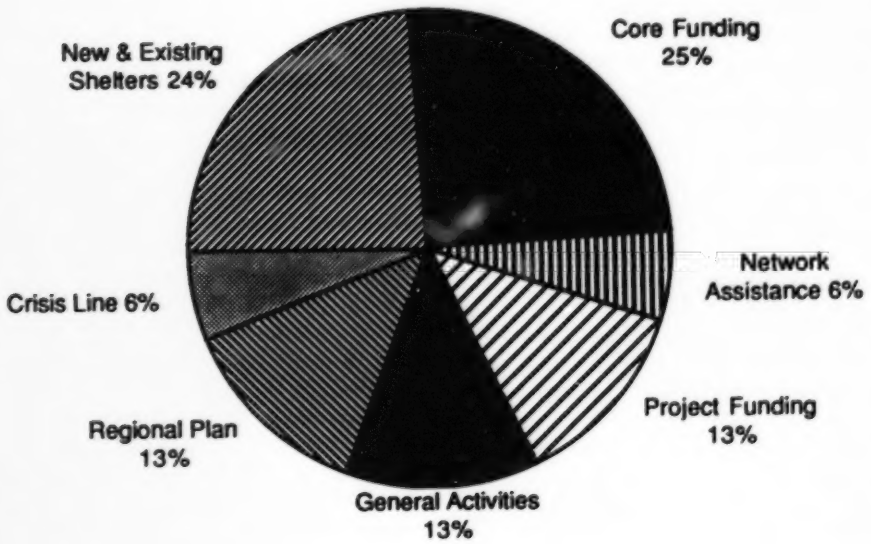
Over the years the Northern Alberta Development Council (NADC) has received a number of briefs concerning both family violence issues and initiatives being taken by community groups. An outline of the briefs received from 1983 to 1987 is located in Appendix B.

An analysis of these submissions indicates that of 16 briefs, four briefs or 25% requested Council assistance to help establish core funding and a more stable source of funding for women's shelters and satellite shelters. Three briefs (18%) requested NADC support for the development of new shelters, specifically in High Level, Peace River and Desmarais. One brief requested support for an existing shelter. Thirteen percent of the briefs (2) asked for the support of the NADC for the 5-year plan of the Northwest Regional Committee on Family Violence. Two briefs to Council requested general support for local initiatives; two briefs requested funding assistance from the NADC for specific projects, one request of which was granted. The Council was also asked to assist in establishing a crisis line, as well as a network of centres and shelters in the North.

Summary

Although northern Alberta has a number of special challenges and unique factors to overcome in dealing with family violence, the concern of the brief presenters clearly shows that commitment and dedication are there.

Table B
Percentage Distribution of Briefs on Family Violence by Issue



Issue	No. of Briefs	Percent of Briefs
Support for core funding	4	25%
Support for new shelters	3	18%
Support for existing shelter	1	6%
Support for establishment of crisis line	1	6%
Support for Northwest Regional 5-year plan	2	13%
Support for general activities	2	13%
Request for project funding	2	13%
Assistance to establish a network	1	6%
	16	100%

CHAPTER 3: A COMPREHENSIVE APPROACH

Family violence is a complicated and multi-dimensional problem. It involves attitudes of the victim and the perpetrator, as well as society. It is influenced by experiences in childhood, and by observed and learned behavior. It is a highly-charged and emotional dilemma, scarring an individual for life. Because of all of these factors, family violence requires a comprehensive and multi-dimensional approach.

In identifying an optimal approach to dealing with abusive relationships, three main areas must be considered:

- Prevention
- Crisis Intervention
- Follow-up

Although all three must be dealt with equally in the long term, the crisis intervention stage is the most crucial at this point. In discussing the needs at each stage, much credit must be given to *Breaking the Pattern*, a handbook developed by Alberta Social Services on how Alberta communities can help assaulted women and their families. The author has extensively outlined a number of approaches to meet the needs of victims and many of those approaches will be summarized below.

Prevention

Prevention is the ultimate solution to the problem of family violence. Although it is a long-term prospect, much more can be done to increase public education and to help the puolic be aware of and understand family violence.

A preventive approach needs to take into account the factors that may be the basis for the problem in the first place, such as attitudes, the cycle of violence, the characteristics of those people in violent relationships.

The following three points could form the beginning of a comprehensive strategy:

Public awareness and public education on family violence

Large scale educational programs to raise awareness of the problem of domestic violence and dispel the myths and stereotypes that surround it are needed. The public must be made aware of the causes of violence in order to learn alternative ways of dealing with stress, tension, and anger. Attitudes must be changed to make it clear that violent behavior is unacceptable.

Children need to receive special attention in these programs, for they are our only hope for a non-violent future. Schools are a key means of getting information out to youth, and the school curriculum could include discussions on family violence issues.

Professional awareness and education

Uninformed agencies may accept the myths surrounding family violence and may be unprepared to deal with the complexities of, for example, a battered woman's dilemma or an incest victim's trauma. Front-line professionals, such as nurses, social workers, public health professionals, lawyers and ministers, must have the skills to respond appropriately if confronted with a victim. They must be aware of resources and services available for referral. Professionals should understand the dynamics of an abusive family, as well as the cycle of violence.

Self-confidence and communication courses

Often women in abusive relationships lack the self-esteem and confidence to know they can do something and become independent. The opportunity to learn communication and problem-solving skills and gaining some self-confidence may help them to deal effectively with potentially abusive situations.

Crisis Intervention

The violent stages in an abusive relationship require urgent and immediate attention.

Police protection

The most obvious concern is for the physical safety of the abused woman and her children. Police have the responsibility to physically intervene in domestic disputes. Their response must be immediate in order to prevent further injury. Police should be aware of resources and

services available to a battered woman and discuss these options with her. Good communication and co-operation between the police and other crisis agencies serve to increase awareness of services available. Police also have a role in reinforcing the attitude that spousal assault is unacceptable and is against the law. Abusers are 40% to 70% less likely to repeat the offence when they are charged and convicted of assault.[1]

Effective legal system

The legal system has the ultimate responsibility for upholding and enforcing the law. Provisions must be available for protecting a family from an abusive member. Restraining orders and peace bonds, for example, must be effective and immediately accessible in crisis situations. Punitive measures, as well, need to reinforce the unacceptability of the crime and its violation against society.

Court-mandated counselling and treatment programs should be recommended in many, if not all, family violence cases.

Emergency medical services

Medical attention is required in about 30% of all battering cases.[2] Treatment must be immediately accessible, either through the ambulance system or hospital emergency rooms. Medical personnel must be trained in the dynamics of family violence.

Emergency shelter/housing

A battered woman and her children need physical safety. An emergency shelter provides a place for the family to heal, physically and emotionally.

Emergency transportation

To access services such as a shelter or medical services, emergency transportation must be accessible.

Emergency child care

A woman who has just been through an episode of violence may be incapacitated mentally or physically, and unable to look after her children. Emergency child care should be available until she is able to take over herself or during the times when she may have appointments regarding social assistance, legal matters, or counselling. Children need to know that the crisis is not their fault. Maintaining as much stability as possible, such as attending the same school, helps children adapt more easily to turmoil around them. If, for safety reasons, children cannot attend the same school, alternative arrangements should be made. A counsellor or supportive adult can help them cope with stresses they may be experiencing.

Crisis counselling

Specialized counselling for family violence victims can help them overcome the trauma of their experience. Crisis counselling helps victims not only to deal with their pain and anger, but to sort out their options for the future. In the case of a battered woman, this could be her relationship options, legal rights, and housing issues. Crisis counselling should be available for the offender as well.

Crisis lines

A 24-hour telephone line should be available for people in distress. A crisis line can be a first point of contact for a distraught person who can discuss problems and learn of available resources with a well-trained and informed worker. Crisis line staff can calm and counsel callers, serve as a liaison between other crisis agencies, and provide appropriate referrals.

Follow-up Services

Even when the immediate crisis is over, a victim has ongoing needs and concerns.

Co-ordination and co-operation of agency services

Because a family may need to access a variety of services, there should be a good working relationship among the agencies that deal with victims of family violence. A woman must receive appropriate referrals, and communication between the referring and receiving agency could greatly assist her. Agencies should be aware of all services available and work closely with other organizations to ensure the individual's needs are met.

Longer-term housing

Safe homes and satellite shelters can generally offer accommodations for up to three days; shelters can house a family for up to three weeks. Longer-term housing is needed to provide more support to a woman and her family. Counselling resources could be available in such housing to provide such things as individual support, group support, children's support, parenting skills, life skills, and housing, employment and budgeting information.

Self-help groups/support groups

Battered women need to have the opportunity to interact with other battered women, to share their experiences and know they are not alone. They need to be able to address issues such as their fear of violence, their fear of being a single parent, and their ambivalence about leaving the relationship. Self-help groups can be very effective when run by a qualified and experienced leader.

Group therapy

Group therapy programs are applicable for all victims of family violence. Helping abusers change their ways is the most effective measure for stopping violence. Abusers must increase their awareness of the problem and the cycle of violence, and accept responsibility for their actions. They must develop skills to control anger and learn alternative ways to deal with stress and tension.

Teens also respond well to group programs, as do abused women. A group with common concerns and a trained leader can be very effective.

Family counselling services

Following individual counselling, the family involved in an abusive relationship may need to have the opportunity to work out its problems and learn better ways to communicate. Family members need to know the characteristics of a healthy family and to learn how to become one.

Individual Counselling

Both victims and perpetrators should have counselling services available. Children, either as direct or indirect victims of family violence, may harbor feelings of guilt and anger. To help them deal with their trauma, counselling may be required.

Only a comprehensive approach that takes into account prevention, crisis intervention and follow-up, can hope to deal effectively with the complexities of family violence.

Table C: A Comprehensive Approach to Family Violence: Summary of Services

Preventive Services

- Public awareness and public education about family violence
- Professional awareness and education
- Self-confidence and communication courses

Crisis Intervention Services

- Police protection
- Effective legal system
- Emergency medical services
- Emergency shelter/housing
- Emergency transportation
- Emergency childcare
- Crisis counselling
- Crisis lines

Follow-up Services

- Co-ordination and co-operation of agency services
- Longer-term housing
- Self-help groups/support groups
- Group therapy
- Family counselling
- Individual counselling

CHAPTER 4: SERVICES AVAILABLE IN NORTHERN ALBERTA

The issue of family violence is of great concern to residents in northern Alberta communities. This is evidenced by the number of volunteer associations in place and the activities and initiatives that are occurring. There is much organization and networking going on in northern Alberta.

An informal survey was conducted with key informants from each of the 28 towns and cities in the Northern Alberta Development Council region. The results of the survey indicate that although there is community concern and organization, there are still limited services available to deal with victims in violent relationships. The specifics of the services in the North are discussed below under the three main headings of prevention, crisis intervention and follow-up services.

On an overall perspective, the survey findings clearly show the thousands and thousands of volunteer hours spent in developing, organizing, and implementing services that are now in place. Very few local groups have paid staff. Safe home networks have volunteers who open their homes to families in distress. Crisis lines have workers who spend hours in training (over 40 hours in some training sessions) and who commit weekends and evenings to handling calls. Publicity, fund-raising, public awareness, child-care, and treatment programs are all operated by volunteers. Their dedication and commitment is commendable and cannot be over-stated.

Preventive Services

Very little in terms of prevention is happening at the community level. Crisis intervention is seen as a priority which requires most of the available resources. Most survey respondents recognized that prevention is the key to the whole issue of family violence. Education in the schools and general public information were also noted as needs.

There was mention of Lions International and its role in family violence awareness. (See page 23 for a discussion on the Lions initiative, the Institute for the Prevention of Family Violence.)

Although the Institute is still in the planning stages, concern was expressed over the lack of co-ordination and involvement with local organizations and the Institute's perception of needs in the local communities. Some feel preventive services could be handled by their own groups if funding was provided. Others feel that local experience and knowledge at the community level is not being used. Although most respondents believe that public awareness and education are critical, they feel they could handle it locally, if financial resources were provided.

Public awareness and public education

Some community volunteer organizations for family violence are doing public presentations and advertising, but with very limited staffing and financial resources, they cannot do as much as they would like. The Institute for the Prevention of Family Violence is a positive step toward raising general awareness of the problem, but this is still in the very early planning and fund-raising stages. As well, the Institute cannot replace local, ongoing awareness campaigns that need to occur. Local organizations must have the resources available to get information out to the public on the dynamics of family violence and the characteristics of healthy families.

Professional awareness and education

In communities where local organizations are in place, many front-line professions are represented. Often, though, their involvement is due to personal interest as opposed to professional requirement. It is unclear how much information actually makes its way back to the agency to inform the other front-line workers. A number of cases were identified that clearly show the lack of awareness some key professionals have about family violence. The myths are still alive and well in the field, evidenced by blame placed on the woman and the attitude that she "asked for it." Some front-line workers are not aware of other resources and do not refer a battered woman to services that are in place and

that could be of assistance to her. Attitudes, myths and stereotypes must be examined at the professional level.

Self-confidence and communication courses

Few communities have courses on self-esteem or communication available. The courses that are available are generally offered by Family and Community Support Services offices or further education councils. This is definitely an area that could be enhanced.

Crisis Intervention

Of the three general areas of services — prevention, crisis intervention and follow-up — crisis intervention services are by far the strongest in terms of quantity and quality. Although the levels of service in each northern community vary, this area is the focus of much of the available staffing and financial resources.

Police protection

RCMP services are available in 24 of the 28 northern communities. There was some inconsistency in satisfaction with the RCMP and their dealings with domestic disputes. Some cases were noted where the officer did not provide information about local shelter resources to an abused woman, but these were countered by other communities that had excellent working relationships with the local detachment. The RCMP were instrumental in initiating the Northern Alberta Family Violence Study (see page 43) and have co-operated in gathering regional statistics.

Emergency medical services

Few complaints were received regarding the provision of medical services. Most comments were discussed previously under professional awareness and education.

Emergency shelters and housing

The survey identified three types of emergency housing in use in northern communities: shelters, satellite shelters and safe home networks (SHN). Table D on page 35 provides definitions and the pros and cons of each.

Shelters

- Odyssey House, Grande Prairie
- Unity House, Fort McMurray
- Dr. Margaret Savage Women's Crisis Centre, Cold Lake

Satellite Shelters

- St. Paul and District Crisis Association, St. Paul
- Wellspring Women's Association, Whitecourt
- Grande Cache Transition House Society, Grande Cache
- Fairview and District Women's Centre, Fairview

Safe Home Networks

- Peace Country Crisis Association, Peace River
- Safe Home Network, High Level

These provide good service to the local and surrounding areas. However, concerns were constantly raised over funding sources, which are viewed as insufficient and unreliable.

Shelters

Shelters receive an average of 84% of their residential service funding from Alberta Social Services. This usually includes administration personnel, staffing of one or two persons per shift (depending on shelter size), one childcare worker, food, accommodation and travel costs. Shelter personnel feel that this is not sufficient to keep their doors open. A shelter must raise its own money for the remaining 20% of the "essential" services, as well as raise money for prevention services such as public and professional awareness, follow-up, and additional crisis intervention services such as child care and crisis lines.

Shelters would like to see core funding made available where Social Services would provide 100% of funding for essential services (shelter, food, child care, transportation, personal incidentals).[1] The local community would raise money for the remaining services, including volunteer programs, follow-up programs, community awareness, and additional child care. This proposal is still being negotiated between Alberta Council of Women's Shelters (ACWS) and the Alberta Government.

Northern Alberta has only three shelters serving 60% of the province's area. This puts a tremendous strain on shelters in terms of effectively serving the entire region. In the Northwest area a regional committee is working

together in family violence concerns (page 18). They have identified a need for a second shelter in the Northwest region and have unanimously agreed to support Peace River as the location for a second regional emergency shelter. A task force is presently working on a plan of action.

Satellite Shelters

Satellite shelters are in dire financial straits. All four satellite shelters are operating on a day-by-day basis. Because they are not classed as "shelters," they receive no funding from Alberta Social Services. Satellite shelters must raise all their funding locally through fundraising and accessing various programs. As one respondent stated, 80% of her time is spent on writing funding proposals.

Safe Home Networks

Safe home networks involve placing an abused woman and her family in a private, highly confidential home. Although safe home networks are volunteer run and generally inexpensive, they are not without problems. Maintaining the anonymity of a safe home is difficult in a small town, especially because a family may access the safe home network more than once. There is a danger of violence if the safe home is ever found by an enraged spouse. Maintaining a sufficient number of volunteer homes is difficult.

Table D: Shelter Alternatives

Advantages and Disadvantages

Option	Advantages	Disadvantages
Shelter: A residential service greater than nine spaces which offers specific core services to battered women and children 24-hours-a-day, 7-days-a-week, through qualified staff.	• Longer-term stay (up to three weeks) • Safe and secure • Qualified paid staff • Can house over nine persons • Resource centre	• High operating costs • Most clients need transportation to access it
Satellite shelter: A residential service for up to three people or one family unit which offers services to battered women and their children on a 24-hour basis for the duration of their stay. Note: Each satellite shelter presently operates under its own guidelines, although all of the satellite shelters in the province are working on setting common standards. The points below are only general and may not apply to each satellite.	• Not as expensive as a shelter; may be dual purpose with resource centre • Qualified paid staff • Immediate access, as local	• Short-term stay — maximum three days • Known location • May or may not be secure • Maximum three persons/one family
Safe home: Volunteer private homes that are made available for battered women and children for up to three days.	• Inexpensive to operate as all volunteer • Immediate access as locally based • Can house many families, depending on availability of homes	• Short-term stay — maximum three days • Security based only on presumption of confidentiality; could put volunteers at risk • Volunteers in safe homes may not have training

Emergency transportation

This is an area of much concern in northern Alberta. Because of the limited services available in many communities, it is often necessary to transport victims of family violence to other communities. Bus service, though generally available, is not the answer. A battered woman has just been through an emotional experience. If she has visible marks or is toting two or three children, she is not in the best shape to endure a long bus ride. As an example, if a woman living in High Level needs to go to a shelter, the nearest is 500 km away in Grande Prairie. The bus ride involves either an overnight in Peace River or a five-hour stay in Valleyview. The Dr. Margaret Savage Shelter in Cold Lake is only two hours away from Lac La Biche but a battered woman from Lac La Biche must spend seven hours on the bus travelling to Cold Lake via Edmonton. Some communities do have a transportation system. The Cold Lake shelter will go and pick up clients; Grande Cache will arrange transportation. Both the Northwest and Northeast regional committees have noted this issue as one of the needs that must be addressed. With the

isolation and distance factors in northern Alberta, much emphasis needs to be placed on efficient and effective emergency transportation.

Crisis counselling

A number of organizations provide crisis counselling, including shelters, mental health therapists, crisis line workers, some social workers, and some volunteers from family violence organizations. It is difficult to evaluate the quality of such services, as training and experience are different for each counsellor. Crisis counselling from one agency or another should be available in each northern community.

Crisis lines

Many communities are initiating local crisis lines. Nine of 28 communities have these in place, with a total of 20 communities serviced by a line. The orientation and training appears to be thorough, although each community group arranges for and provides its own training package. Crisis line workers have a crucial role to play when dealing with victims of family violence, or any other person in crisis, and they must be qualified. Funding sources are varied and crisis co-ordinators are accessing a number of programs and foundations for dollars. Crisis organizations would like to see a reliable source of funding. An advisory body to set provincial standards is also encouraged.

Follow-up Services

As with preventive services, follow-up services are sorely lacking. Attempts are made in some areas but the community focus is very much on crisis intervention. In general, few initiatives are in place to deal with the follow-up of a family that has been through a crisis.

Agency co-ordination and co-operation

Some communities have good co-operation and co-ordination among agencies, although most reported poor to fair. Much effort is required to bring about a high level of agency support and more work is required.

Longer-term housing

There is virtually no longer-term housing available in northern Alberta for a battered woman and her children and only three locations are available for up to three week stays. Calgary and Edmonton offer the only long-term housing in the province where families stay in self-contained apartments for up to six months. Many northern towns have high rental rates and very low vacancy rates, especially in oil towns such as Cold Lake and High Level. There are few options open to women who can't get apartments.

Self-help groups/support groups

Some support groups for battered women are in place, but these are few.

Group therapy

Of all the 28 communities surveyed, only one — Grande Prairie — provides a program for men who batter. This program, operated under the John Howard Society, is showing good success. Of the six to eight men in the group, only 15% are court-mandated to attend. The remainder are voluntary attendees. There is a waiting list of 16 people.

Many communities expressed an interest in and desire for more treatment programs for men. Not only are such programs identified as a follow-up service to a crisis, they are also recognized as a prevention service.

Four treatment programs were in place in Alberta. However, Edmonton's program, provided by Forensic Assessment and Community Services, was recently terminated due to a lack of funding. Treatment programs are available now in Calgary (two locations) and Grande Prairie. The funding for Grande Prairie's program is also due to expire in March, 1988, and there is no confirmation of renewed funding.

Family counselling services

Although some family counselling is available through Alberta Mental Health and some FCSS offices, waiting lists can be long — up to six weeks in some places. These offices are already over-extended and are often unable to take on new clients. In some communities there is no local family counselling available at all.

Individual counselling

Again, Alberta Mental Health provides the majority of individual counselling services, although family violence clients must have a previously diagnosed psychiatric disorder. Pastoral care is available in most communities. Some volunteer groups have lay-counsellors.

Summary

Family violence is a problem that will not go away. The reported incidents seem to be growing, with more and more victims coming forth.

Volunteer organizations in Alberta's North are committed and hardworking, yet they are not advancing very far for all of their efforts. The funding concern was raised time and time again. Organizations spend more time searching out funding for services than they spend providing the services. Committed volunteers burn themselves out in trying to get money and cut through bureaucratic red tape.

If northern Alberta communities are to take a comprehensive approach to family violence, clearly more services and funding resources are needed.

CHAPTER 5: OTHER INITIATIVES IN FAMILY VIOLENCE

In addition to local family violence committees or associations and the government-funded agencies noted, other developments are occurring at the regional and provincial level. Six major initiatives that impact directly on northern Alberta include the following:

- Northwest Regional Steering Committee on Family Violence
- Association for the Co-ordination of Family Violence Services in the Northeast Region
- Northern Alberta Family Violence Study
- Institute for the Prevention of Family Violence
- Alberta Council of Women's Shelters (ACWS)
- Task Group for Alberta Crisis Lines

Northwest Regional Steering Committee on Family Violence

In 1984 representatives from a number of communities in the Northwest Region began meeting together to discuss family violence. The communities involved included:

- Fairview
- Slave Lake
- Grande Prairie
- High Level
- Whitecourt
- Peace River
- Valleyview
- High Prairie

The process was initiated by a seminar on family violence in May of 1984 that was attended by over 80 individuals from 24 communities. A regional co-ordinating council emerged in October of 1984. One of its first activities included developing a 5-year action plan for the development and delivery of services for women and children in crisis, and the prevention of family violence.

The plan recognizes that a family violence response must be shared by individuals and their families, by the community, and by different levels of government. The community must identify the needs and, in consultation with communities, government initiatives should be developed. All Albertans should have access to services, regardless of their geographic location.

Although the plan recognizes that some services are available, they are "vulnerable in terms of existence because an annualized base level of funding has not been provided."[1]

The Northwest Regional Steering Committee on Family Violence (Northwest Committee) outlined five goals:

- To commit itself to the Regional Steering Committee
- To develop non-facility alternatives to providing service, such as hiring a co-ordinator in each community to co-ordinate education of professionals and public, volunteer training, and crisis lines
- To encourage and develop a transportation network
- To encourage and develop accessible treatment programs for offenders, victims, and children
- To develop facility-based services such as another shelter, safe homes, and a second-stage shelter.

The action plan for the five years includes a number of specific proposals for community services. Some of these are listed below:

- To hire co-ordinators in each community who would encourage programs for battered women, follow-up, and public awareness
- To establish one additional 9-bed shelter, probably located in Peace River
- To develop safety protocol and standards for a transportation network
- To support and maintain the treatment program in Grande Prairie for men who batter

The 5-year plan was submitted to Alberta Social Services and Community Health (ASSCH)

for funding in late 1985. Two proposals for co-ordinators were funded, with some assistance going to Peace River (nine months) and Whitecourt (three months). At present, the committee meets regularly every two months and shares information on what is happening in each community. There is still concern about achieving the goals in the 5-year plan and the committee is continuing to press for action.

Association for the Co-ordination of Family Violence Services in the Northeast Region

In 1985, Alberta Social Services and Community Health (ASSCH) initiated a regional co-ordinating committee to work on family violence issues. The committee consisted of 15 individuals representing the following communities:

- Lac La Biche
- St. Paul
- Westlock
- Athabasca
- Bonnyville
- Vermilion
- Lloydminster
- Cold Lake/Grand Centre
- Fort McMurray
- Vegreville

A consultant was hired by ASSCH to conduct a regional study to identify needs and suggest programs. The study developed into a 5-year plan. The identified needs included:

- More services throughout the region
- Transportation to a safe location
- Children's services and programs, especially aimed at sexual abuse
- Court-mandated treatment for the abuser
- Public and professional education

The northeast region plans to encourage the development of Women's Resource Centres in each of the nine district offices. These could serve to disseminate information, offer courses and allow for informal networking. As well, a regional information centre, staffed with a co-ordinator who could be available to help local groups, was seen as being key.

The 5-year plan was submitted to ASSCH in May, 1986, just prior to the restraint program initiated by the Alberta government. Funding for the plan was not available in the amount requested; however, assistance was provided to hire a co-ordinator for a six-month term. There has been a proposal to extend the funding for one more year. The co-ordinator started in October, 1987, and will work with local organizations in developing services and programs.

Northern Alberta Family Violence Study

In 1985, the RCMP began conducting a research project to gather long-term statistics on the incidence of family violence and to develop a model for effective response to family violence in rural communities. In the fall of 1986, the Solicitor General, Canada, approached Alberta Social Services about the project, and support from other government departments was solicited. The Office for the Prevention of Family Violence (OPFV) became the lead organization. A research worker was hired in May, 1987, and three pilot communities were selected: Peace River, Whitecourt, and the Alexis Reserve. Peace River has opted out of the project and was recently replaced by Athabasca which includes a sub-project in Calling Lake.

The project involves three phases. In phase one, the agencies participating in the study collect information on the numbers and types of family violence cases. Each client who was a victim in a family dispute completes a questionnaire. For the purposes of the study, family violence includes spouse, elder, and child abuse and child sexual abuse. Sibling violence, inter-spousal conflict and an "other" category are noted.

In phase two, a random sample of clients will be contacted by the researcher and information gathered on their assessment of current community responses and how they may be improved.

In phase three, the agencies will be interviewed on services and programs provided in the community. Data analysis and feedback will be ongoing, with the opportunity for each project site to identify, introduce, and evaluate new or improved approaches to family violence.

The Northern Alberta Study is a 28-month project. It is a pilot study and, if successful, the methodology may be used by other communities in the future. The findings could certainly show gaps in programs and services. The fact that the communities are rural, northern, and include two native communities makes the project especially relevant for northern Alberta.

Institute for the Prevention of Family Violence

The Institute for the Prevention of Family Violence is a very recent initiative by the Lions Club of Alberta. The Institute officially opened its doors in February, 1988, and plans to produce and promote resource material about family violence, sponsor research, act as a clearing house for information, and run a travelling education program. Funding for the Institute has come from the Alberta government ($190,000) and from the first Lions Christmas Telethon held in December, 1987. The actual money raised from the telethon ($300,000) fell far short of the goal of $1 million. Using a preventive approach, the Institute plans to increase public awareness and education of the problems, as well as train professionals, and is gearing its focus toward rural Alberta.

Alberta Council of Women's Shelters (ACWS)

Although the Council of Women's Shelters is not a new initiative, it is carrying out activities that could have a major impact on northern Alberta. ACWS is a non-profit organization that is in liaison with women's shelters and all levels of government. The organization is currently working on two proposals that could benefit the north:

Satellite Proposal

ACWS recognizes the additional problems faced by battered rural women, such as isolation and lack of information. Satellite shelters are a viable, cost-effective option for a rural community to provide emergency accommodations, offer trained support, and make use of services and networks already in existence. A satellite shelter could also have a Resource Centre that can disseminate preventive and educational material.

The Alberta Council of Women's Shelters proposes to pilot a 5-year program in Alberta to support rural women and is requesting Alberta Social Services to fund 100% of these essential service sheltering costs.

Teen Esteem Alberta

The Alberta Council of Women's Shelters (ACWS) is aware of and concerned about the problem of dating violence and the rising number of battered teenage girls seeking help from shelters. ACWS has involved a number of groups, including Alberta Social Services, Secretary of State (Federal), Women's Institute, Girl Guides and the Alberta Advisory Council on Women's Issues, and co-ordinated an approach. The proposal for Teen Esteem Alberta is to produce a resource package and distribute it to small and rural communities through the agencies noted above. Some objectives are noted:

- To provide guidance toward structuring healthy, sharing, egalitarian relationships
- To inform young people of the detrimental effects of violence in intimate relationships
- To present alternatives to inappropriate behavior
- To provide young people with information on how to determine if they have an abusive partner and what to do if they are involved in an abusive relationship

The project is directed toward the 13-18 year age groups and is still in the planning stages.

Both of these proposals, if accepted, would impact positively on Northern Alberta.

Task Group for Alberta Crisis Lines

The Task Group for Alberta Crisis Lines was a body of five persons who were elected following a workshop for Alberta Crisis Line Co-ordinators in June, 1985. They received funding from the Provincial Mental Health Advisory Council and had a mandate to explore the following areas:

- Development of recommended minimum standards for the recruitment and training of crisis line workers
- Development of procedures for the evaluation of crisis lines and the exploration of funding sources for such evaluations
- Exploration of the possibility of establishing a Council on Alberta Crisis Lines or some similar body
- Development of proposals for more adequate and firm financing of crisis lines

Because the Task Group felt it would be unable to fulfill its mandate within the time limits of the funding, a proposal for the establishment of a permanent body — a Council of Alberta Crisis Lines — was made in November, 1986. The Council was seen as a body that could provide continuity and support to all crisis lines and be a source of information, direction and guidance.

Four goals were identified for the council and are listed below:

- To facilitate the exchange of information between crisis line co-ordinators by acting as a clearing house for information and organizing an annual conference
- To establish recommended minimum standards for crisis lines by compiling a manual and providing consultation
- To draft a long-term plan for the development of crisis line services in Alberta by identifying gaps and developing strategies
- To serve in an advisory capacity to crisis lines, government and non-governmental bodies

The Council would be composed of eight members who would have the permanent services of an executive assistant. The proposal anticipated an estimated annual cost of $25,000.

Unfortunately, the Task Group for Alberta Crisis Lines has not been heard from over the past 12-month period. Efforts to contact members of the Task Group have proven unsuccessful. The original plans and goals have merit and are supported by the local communities.

CHAPTER 6: EVALUATION OF SERVICE NEEDS

The previous sections of this report have included an outline of an optimal and comprehensive approach to dealing with family violence and, as well, an indication of services available in northern Alberta. This chapter will compare the present situation with the ideal and identify gaps in service and areas that need to be developed.

Preventive Services

Public awareness and public education

Optimal

- Large scale public awareness and public education program to increase knowledge of family violence dynamics.

Present

- Some public awareness activities at the local level, limited by financial and staffing resources.
- Public presentations developed locally.
- A possibility of the Lions Institute conducting an awareness campaign.

Need

- A provincial body to co-ordinate a major awareness campaign.
- Funding for local organizations to carry out local awareness and education presentations.

Professional awareness and education

Optimal

- Awareness and education of family violence by front-line professionals, including nurses, social workers, lawyers, ministers, public health nurses, and so on.

Present

- Some in-service training of professionals on dynamics of and resources for abusive families, although limited by staffing and financial resources of local organization and interest of professional group.

Need

- Funding for local organizations to develop and conduct in-service training.
- Encouragement of professional associations to support in-services on family violence.

Self-confidence and communication courses

Optimal

- Self-confidence and communication courses available locally.

Present

- Very few communities offering such personal development courses.

Need

- More courses offered by local FCSS and further education councils.

Crisis Intervention Services

Police protection

Optimal

- Effective police protection available.

Present

- Police detachments in 24 of 28 northern communities and providing service to other communities.
- Some inconsistency among officers in dealing with domestic disputes.

Need

- More in-service training and awareness of local resources for family violence victims.
- Standardized procedures for dealing with family violence victims.

Present

- Some inconsistencies on the part of legal aid assistance with family violence issues.
- Very little court-mandated treatment.
- Ineffective punitive measures.
- Time delays in effecting peace bonds and restraining orders.

Need

- More consistency from legal aid in terms of defining family violence.
- Court-mandated treatment for offenders.
- A review of the effectiveness of the sentencing for offenders.
- Expedition of legal tools such as peace bonds, restraining orders and custody orders.

Emergency medical services

Optimal

- Effective emergency medical services.

Present

- Generally quite effective.
- Some lack of awareness and education of family violence.

Need

- Further in-services and training for all levels of medical professionals on family violence.

Emergency shelter/housing

Optimal

- Emergency shelter and housing available for victims of abusive relationships.

Present

- Three shelters, four satellite shelters, two safe home networks, for an estimated 5,500 abused women in northern Alberta.
- Insufficient and unreliable funding services threaten existence of housing.

Need

- Additional emergency housing to meet the needs, including the establishment of one additional shelter in the northwest region.
- Establishment of satellite shelters in more northern communities as resource centres and temporary residential services.
- Reliable funding source for set time period, i.e., three years, to allow organization time to establish, plan, and develop services.

Emergency transportation

Optimal

- Emergency transportation network.

Present

- Emergency transportation is provided on an ad hoc basis in some communities.
- Bus connections are very poor in some communities, providing indirect routes and lengthy stopovers.

Need

- Funding is needed to develop and implement regional transportation systems.

Emergency childcare

Optimal

- Emergency childcare available as needed.

Present

- Insufficient or non-existent childcare budgets for local organizations, satellite shelters.
- High staff/child ratios at shelters.

Need

- Funding for emergency childcare.
- Reasonable staff/child ratios at shelters, reflected in childcare budgets.

Crisis counselling

Optimal

- Crisis counselling available and provided by qualified, well-trained persons.

Present

- Inconsistent counselling services provided by a variety of trained and untrained volunteers and professionals.

Need

- Additional crisis counsellors as provided through Alberta Mental Health and Social Services.
- Funding for the thorough and comprehensive training of lay-counsellors, perhaps in conjunction with crisis line workers.

Crisis lines

Optimal

- Crisis line services available to all northern Alberta residents.

Present

- Nine crisis lines in operation.
- Unreliable funding sources.
- Locally developed training for crisis line workers.

Need

- Toll-free access by northern residents to the nearest crisis line.
- Funding provided for co-ordinators' salaries and training of workers.
- Provincial advisory body to set standards, develop training packages, and co-ordinate activities.

Follow-up Services

Co-ordination and co-operation of agency services

Optimal

- Good co-operation and co-ordination among agencies which may be involved in dealing with victims of family violence.

Present

- Some co-ordination is occurring in some communities.
- Limited by staffing resources and the lack of time available for necessary groundwork.

Need

- Funding for a co-ordinator to develop local networks and information sharing.

Longer-term housing

Optimal

- Second-stage housing for up to six months for families from abusive relationships, providing long-term counselling and support.

Present

- No second-stage housing available anywhere in northern Alberta, with little or no access to second-stage housing in Edmonton and Calgary.

Need

- One second-stage shelter should be developed in each region — the northeast and the northwest — to meet regional needs.

Self help/support groups

Optimal

- Support groups for victims of family violence such as battered women and incest victims.

Present

- Some battered women's support groups are in place.
- Few trained persons available to lead local groups.

Need

- Funding to train local co-ordinators to run self-help and support groups.

Group therapy

Optimal

- Programs for batterers available locally.

Present

- Only one batterers' program is available in northern Alberta, that being Grande Prairie.

Need

- Funding to maintain Grande Prairie's program.
- Funding to expand the program and develop new programs for batterers throughout northern Alberta.

Family counselling

Optimal

- Family counselling available locally, when required, by trained counsellors.

Present

- Some family counselling is available.
- Up to 6-week waiting lists in some communities.

Need

- Additional counselling services made available through Alberta Mental Health and/or Family and Community Support Services.

Individual counselling

Optimal

- Individual counselling available locally as required for victims and offenders.

Present

- Some counselling is available through Alberta Mental Health.

Need

- Additional counselling services made available through Alberta Mental Health and/or Family and Community Support Services.

CHAPTER 7: REVIEW COMMITTEE CONCLUSIONS

As was noted in the introduction, a review committee of northern residents, working in the area of family violence, reviewed this report in draft form. The committee discussed ideas for action to help alleviate the known service gaps. The conclusions provided by and agreed to by the review committee follow.

Preventive Services

Public awareness and public education

- Any provincial initiatives should recognize and use local group activities, organization and knowledge and make an effort to be more community-based.
- Efforts should be placed on funding and expanding existing services rather than duplicating them.
- A major awareness and education campaign should be undertaken by the provincial government, in conjunction with the Alberta Council of Women's Shelters, focusing on the nature and extent of family violence as it relates to all ages, and all socio-economic and cultural groups in Alberta.
- A multi-media campaign to promote healthy family relationships should be developed and implemented, using both the approach and experience of the Alberta Alcohol and Drug Abuse Commission (AADAC) promoting positive lifestyles and networks already in place. For example, rural women could receive information through *The Western Producer* or *Alberta Farm Life*.
- All levels in the education system should receive information on issues surrounding family violence, including battering, sexual abuse, incest, alcohol abuse and suicide.

Professional awareness and education

- Funding should be made available to local groups for in-services for professionals in contact with family violence to provide them with training and information on identifying and responding to victims.
- Professional associations and employer groups should be encouraged to support in-services and workshops on family violence for their members.

Crisis Intervention Services

Police protection

- Crisis response teams, consisting of police officers and persons trained in crisis counselling, should be established in communities where the need is identified.
- The police should continue their mandate to press charges in cases of domestic violence and this directive should be more broadly applied.
- Procedures and guidelines should be developed on a provincial scale to outline the protocol of the police and RCMP in dealing with domestic violence.

Effective legal system

- Counselling and treatment for the offender should be court-mandated.
- Assault cases sentencing should be reviewed with a recommendation to consider the seriousness of the crime and apply appropriate and effective punitive measures.
- Legal Aid should consider domestic violence cases as an "urgent and compelling need" and take into account the broader definition of family violence.

Emergency medical services

- The Alberta Hospital Association should continue and expand the courses on family violence as provided through teleconferencing.
- Physicians and all nursing programs should have included in their training accredited courses on family violence.

- Physicians, and hospitals in general, should recognize that treatment goes beyond physical needs and must take into account emotional needs of family violence victims as well.

Emergency shelter and housing

- To ensure basic standards of care, it is recommended that Alberta Social Services provide 100% of the basic operating costs for women's shelters.
- A second shelter should be established in the northwest region to make shelter services more available to northern residents and to relieve the pressure on Odyssey House in Grande Prairie.
- Alberta Social Services should review the shelter allowance rate for individuals and families receiving social assistance in the North, taking into account the higher cost of living in northern Alberta.
- Adequate and suitable satellite shelters should be pursued in northern communities, combining residential services and the provision of resource information.
- It is recommended that the Alberta Council of Women's Shelter be supported both in principle and funding in its proposal to Alberta Social Services on satellite shelters.

Emergency transportation

- Funding should be provided for regional projects to investigate emergency transportation needs and implement transportation networks.

Emergency child care

- The staff/child ratio should be improved at shelters, with maximum ratios as in day cares, to ensure minimum standards are being met.
- Shelters, satellite shelters, and local family violence organizations should be funded with an adequate child care budget to ensure minimum standards of care to meet the needs of children.
- Itinerant teachers should be available in shelters to allow for the education of children who may be uprooted from their community and school or who, for safety reasons, are unable to leave the shelter and attend their regular school.

Crisis Counselling

- The efforts of Alberta Mental Health and Alberta Social Services are supported in their attempts to provide additional crisis counselling.
- Funding should be provided for the training of lay-counsellors who currently provide volunteer service at the local level.

Crisis lines

- Preferable to a province-wide toll-free helpline as proposed by the Advisory Council on Women's Issues, the committee recommends the development of and financial support for local crisis lines that could be accessed by a province-wide Zenith line connecting callers to the nearest community crisis line, similar to the Unemployment Insurance Zenith number that reaches the closest UIC office. Local volunteers can better understand the needs and services in the community and their involvement and training raises the awareness level and level of support in the community.
- Co-ordinators of local crisis lines should be salaried, not volunteers, with adequate funding being provided.
- The review committee supports a comprehensive, thorough training program for crisis line workers. Provincial standards should be developed.
- An advisory group, as proposed by the Task Group for Alberta Crisis Lines, should be developed to provide training, set standards, and serve as a clearing house for information.

Follow-up Services

Co-ordination and co-operation of agency services

- Local agencies should take advantage of all the services available in their communities and make effective referrals. For example, native counselling could be the best effective referral source for someone needing both assistance in understanding the "system" and support in

dealing with other agencies.

- New initiatives, such as the Lions Institute for the Prevention of Family Violence, should co-ordinate and co-operate with community groups by finding out what is in place and supporting local activities.

Longer-term housing

- Funds should be provided to increase the amount of second-stage housing in Alberta and to ensure a minimum standard of care.
- The review committee supports the establishment of second-stage housing in both the northeast and northwest regions.
- The policy for funding second-stage shelters should be reviewed.

Self-help groups and support groups

- Funding should be provided to train local co-ordinators to run self-help and support groups locally.

Group therapy

- The government should make new funds available for treatment programs for men who batter. These funds must not be diverted from essential programs for battered women and children.
- Secure funding must be made available to maintain existing programs, such as Grande Prairie's program. Programs for men who batter must not be allowed to be dropped because of funding problems, as was the case with the batterers' program with Forensic Assessment and Community Services (FACS) in Edmonton.
- Current programs for batterers must be expanded to rural communities, perhaps by way of a travelling program.

Family counselling

- Specialized counselling for violence victims and abusers should be provided through Alberta Mental Health Services and its funded agencies.

Individual counselling

- Alberta Social Services, under Child Welfare, should access individual and group counselling appropriate to children's needs.
- Programming development within the Children's Mental Health Project should include special focus on the issues of sexual abuse, physical abuse, emotional abuse including children of abused mothers, and survivors of family-related suicide.
- Training and counselling programs for children should be established in local communities.
- Special family aid programs for troubled children should be established by the provincial government.

CHAPTER 8: NORTHERN ALBERTA DEVELOPMENT COUNCIL RECOMMENDATIONS

Family violence is a growing problem and of much concern to Northerners. Conservative estimates suggest the following numbers of Northerners could be affected by family violence:

- 5,500 battered women
- 600 abused men
- 119 suicides per year (1986)
- 11,900 suicide attempts per year

The social costs of family violence are high. Direct costs to the taxpayers include protective, legal, medical and social assistance; indirect costs include inter-generational transfer of violence, emotional distress experienced by traumatized victims, and diminished quality of family and community life.

The problem of family violence can be diminished with time, effort, and commitment. Northern residents have dedicated much of their time, effort and commitment to addressing and resolving this issue. They have spent endless hours working to provide services, volunteering their time, operating on shoestring budgets. However, they do need help.

It is the opinion of the Northern Alberta Development Council that the volunteer effort in the North is not keeping abreast of the problem at hand. The Council feels that it is time for a more comprehensive, intensive and co-ordinated approach to the problem of family violence in northern Alberta.

The Northern Alberta Development Council proposes that a strategy, outlining action-oriented goals, be put in place to be used as a guideline for the development of family violence services in northern Alberta.

Public Awareness

1. **The Northern Alberta Development Council recommends that a multi-media campaign be developed and implemented by the Alberta Government, promoting healthy family relationships and utilizing the approach and experience of the Alberta Alcohol and Drug Abuse Commission in promoting positive lifestyles.**

The Council believes the ultimate solution in the problem of family violence lies in preventing its occurrence. Although some public awareness is taking place at the local level, something needs to be done on a larger scale. Local resources and expertise must be utilized and accessed in the awareness campaign.

Regional Co-ordinators

2. **The Northern Alberta Development Council recommends that Alberta Social Services provide a five-year funding commitment to hire regional co-ordinators in each of the two regions: the Northwest Region and the Northeast Region.**

The Northern Alberta Development Council supports regional plans and activities and encourages the development of services to meet regional needs. Both regions are organized and have developed 5-year plans. The northeast region already has a co-ordinator in place, albeit funded on an ad hoc basis. The regional co-ordinator would work with individual communities and local organizations, helping them to develop and providing expertise and resources as required. Regional concerns, as identified by the regional committees, such as transportation networks, treatment and counselling programs, and public and professional education, could be handled and implemented by a co-ordinator.

Peace River Shelter

3. **The Northern Alberta Development Council recommends that the appropriate government departments work closely with the Peace Country Crisis Association and the Shelter Steering Committee in developing a plan to establish a small 9–20 bed shelter in the Town of Peace River, to serve the northern area of the Northwest Region.**

Critical need has been demonstrated for emergency housing of a regional nature. The northwest region takes in a large and expansive area and Odyssey House in Grande Prairie is over-burdened in attempting to meet the needs of the entire region. An estimated $200,000 is needed for capital expenditure for this centre. Operational costs at standard government rates would be required. Funding of essential services in all shelters should be increased to 100% from the present 84%.

Satellite Shelters

4. The Northern Alberta Development Council recommends the establishment of strategically located community satellite shelters, developed in concurrence with the Regional Committee and with the assistance of the regional coordinator.

The vast expanse of northern Alberta and the number of small isolated communities necessitate the development of locally-based satellite shelters that can provide short-term residential services working in conjunction with a full-service shelter and operate as resource centres for awareness of and education on family violence. Funding of satellite shelters by Alberta Social Services should be reviewed with a recommendation towards the provision of more financial assistance.

Longer-term Housing

5. The Northern Alberta Development Council recommends the establishment of two second-stage shelters in northern Alberta, one in each region, to be developed in concurrence with the Regional Committee and with the assistance of the regional co-ordinator

Low vacancy rates and high rental rates are common occurrences in northern resource-based communities. Women in battering relationships may have no other option but to return to an abusive spouse if other housing isn't available. Long-term support and counselling is important to help women overcome trauma and grow into productive members of society.

Crisis Lines

6. The Northern Alberta Development Council recommends that a provincial advisory body, consisting of crisis line representatives, be established to set standards, provide training and co-ordinate efforts of the local crisis lines.

7. The Northern Alberta Development Council recommends that a provincially advertised Zenith line be put in place to allow access from anywhere in Alberta, toll-free, to the nearest crisis line available.

The efforts of crisis line organizations are to be commended. However, each organization works in isolation, developing its own training package and setting its own standard. The Northern Alberta Development Council recognizes the critical importance of having well-trained and competent professionals on the lines. An advisory body could provide support and guidance and ensure minimum standards are maintained.

Crisis lines should be easily accessed by distressed callers in emergency situations. A well-advertised and toll-free number should be available. Northern communities do not want to lose their autonomy and local community support by having a provincial crisis line centred in Edmonton. A Zenith line that connects a caller with the closest crisis line allows emergency access and is also able to provide information of a regional nature relevant to the caller's needs.

Batterers' Treatment Programs

8. The Northern Alberta Development Council recommends that secure funding be provided to maintain the existing batterers' treatment program in Grande Prairie and to expand the program to other rural communities.

9. The Northern Alberta Development Council recommends that treatment be court-mandated to batterers charged and found guilty of assaulting their partners.

The Northern Alberta Development Council recognizes that the treatment of an abuser is the only effective method of stopping family violence. Without treatment of offenders, the violence will continue to escalate. Results from the Grande Prairie program have been very successful.

Follow-up Counselling and Treatment Programs

10. The Northern Alberta Development

Council recommends that additional resources be provided to northern field offices of Alberta Mental Health to ensure that counselling and treatment services are available for victims of family violence.

The Northern Alberta Development Council is aware of the need for treatment programs to be in place to help people such as incest victims, battered women and abusers deal with their trauma. Counselling services are presently overburdened and family violence victims are sometimes not a priority. Additional resources would help to meet the needs in the local community.

Summary

In summary, the strategy to deal with family violence, as proposed by the Northern Alberta Development Council, includes the following goals:

- Expanded multi-media public awareness campaign
- Regional co-ordinators for the northwest and northeast regions
- A shelter established in Peace River
- The development of satellite shelters throughout the North
- The development of two second-stage shelters, one in each region
- The establishment of an advisory body for crisis lines
- A toll-free Zenith number for crisis line access
- The maintenance and expansion of batterers' treatment programs
- Court-mandated treatment for batterers
- The provision of additional local counselling and treatment resources

A comprehensive and co-ordinated approach can help to deal effectively with the issue of family violence.

APPENDIX A: REVIEW COMMITTEE MEMBERS

Cold Lake

Jocelynne Dery
Dr. Margaret Savage Women's Crisis Centre
Cold Lake, Alberta

Fairview

Colleen Taylor
Fairview & District Women's Centre
Fairview, Alberta

Fort McMurray

Isabelle Smyth
Unity House
Fort McMurray, Alberta

Grande Cache

Kay Joyce
Grande Cache Transition House Society
Grande Cache, Alberta

Sharon Wendel
Grande Cache Transition House Society
Grande Cache, Alberta

Grande Prairie

Bruce Fritzke
PACE (Providing Assistance Counselling Education)
Grande Prairie, Alberta

Jacquie Gaboury
PACE (Providing Assistance Counselling Education)
Grande Prairie, Alberta

Sharon Johnson
Odyssey House
Grande Prairie, Alberta

Heather Rousseau
Odyssey House
Grande Prairie, Alberta

High Level

Elaine Dextrase
FCSS (Family and Community Support Services)
High Level, Alberta

Lac La Biche

Janet Meardi
Association for Co-ordination of Family Violence Services in Northern Alberta
Lac La Biche, Alberta

Sheila Smith
Association for Co-ordination of Family Violence Services in Northern Alberta
Lac La Biche, Alberta

Peace River

Eileen Knott
Native Counselling
Peace River, Alberta

Sharleen Ravnsborg
Peace Country Crisis Association
Peace River, Alberta

St. Paul

Yvette Richer
St. Paul & District Crisis Association
St. Paul, Alberta

Whitecourt

Gertraud Kreiner
Wellspring Women's Association
Whitecourt, Alberta

APPENDIX B: NORTHERN ALBERTA DEVELOPMENT COUNCIL BRIEFS ON FAMILY VIOLENCE

Brief #1791 Fox Creek Interagency
December, 1987
Request for support for the establishment of a local crisis/help line in Fox Creek.

Brief #1775 Wellspring Women's Association (Whitecourt) December, 1987
Request for support for the concept and funding of satellite shelters in rural northern Alberta.

Brief #1746 St. Paul & District Crisis Association
September, 1987
Request for support to pursue funding.

Brief #1691 High Level Safe Home Network
June, 1987
Request for support of a second shelter in the Northwest region.

Brief #1666 Peace Country Crisis Association
April, 1987
Request for funding for PCCA proposal for staffing and programming.

Brief #1553 St. Paul & District Crisis Association
August, 1986
Request for assistance to check into reasons for varying levels of funding for similar services.

Brief #1493 Grande Prairie Women's Residence Association
April, 1986
Request for support for core funding for women's crisis centres in northern Alberta.

Brief #1466 North Central Alberta Crisis Intervention Association
(Lac La Biche)
February, 1986
Request for assistance to establish a network of centres and shelters in northern Alberta.

Brief #1444 Wellspring Women's Association (Whitecourt)
January, 1986
Request for support for implementation of recommendations included in the Northwest Regional 5-year plan.

Brief #1407 Peace Country Crisis Association
September, 1985
Request for support for the activities of the PCCA.

Brief #1406 Fairview & District Women's Centre
September, 1985
Request for support for the activities of their asscciation.

Brief #1405 Northwest Regional Committee on Family Violence
September, 1985
Request for support for a funding proposal, a crisis line, and a batterers' treatment program.

Brief #1290	Unity House (Fort McMurray) February, 1985 Request for funds to assist in the design phase of an expanded facility.
Brief #1067	Satellite Women's Centre (Lac La Biche) November, 1983 Request for support for the women's shelter in Lac La Biche.
Brief #960	Peekiskwetan Crisis Committee (Desmarais) April, 1983 Request for support for a multi-purpose centre for those needing refuge and support.
Brief #935	High Level Women's Shelter Project February, 1983 Request for support for a women's shelter in High Level.

FOOTNOTES

Chapter One — Understanding Family Violence

(1) *Breaking the Pattern: How Alberta Communities Can Help Assaulted Women and Their Families* (Alberta Social Services, Edmonton, 1984), p. 14.

(2) Ibid., p. 14.

(3) Linda MacLeod, *Battered But Not Beaten...Preventing Wife Battering in Canada* (Canadian Advisory Council on the Status of Women, Ottawa, 1987), p. 7.

(4) Shannon Taylor, "Shelter Path to Freedom," *The Whitecourt Star*, 19 August 1987, p. 15.

(5) *Breaking the Pattern*, p. 15.

(6) *Brief on Family Violence* (Alberta Council of Women's Shelters, 1984), p. 5.

(7) "Wife Abuse" Fact Sheet (Alberta Social Services, Edmonton, 1987), p. 1.

(8) "Focus" Vol. I No. 3 (Alberta Social Services, Edmonton, 1986), p. 1.

(9) MacLeod, p. 35.

(10) Ibid., p. 35.

(11) North Central Alberta Crisis Intervention Association *Brief #1466* (Northern Alberta Development Council Public Meeting, Boyle, February, 1986), p. 1.

(12) Marguerite Watson, *Children of Domestic Violence: Programs and Treatment* (Alberta Social Services, Edmonton, 1986), p. 2.

(13) MacLeod, p. 39.

(14) "Wife Abuse" Fact Sheet, p. 1.

(15) "Focus" Vol. 2 No. 1 (Alberta Social Services, Edmonton, 1987), p. 1.

(16) "Child Abuse" Fact Sheet (Alberta Social Services, Edmonton, 1987), p. 1.

(17) PACE, *Brief on Intra/Extra Familial Sexual Assault* (Grande Prairie, 1987), p. 5.

(18) Brian Bergman, "Alcohol is Tearing Apart Social Fabric of the North," *The Edmonton Journal*, 24 January 1988, Sec. B, p. 1.

(19) Ibid., p. 1.

(20) Laura Wetzel, "Profile of a Batterer," *Speech Notes*, March, 1980, p. 3.

(21) Personal Interview with Grande Prairie PACE representative, Joanne Berg, 28 January 1988.

(22) Debra Lewis, *Dating Violence: A Discussion Guide on Violence in Young People's Relationships* (Battered Women's Support Services, Vancouver, 1987), p. 2.

(23) Ibid., p. 2.

(24) Ibid., p. 2.

(25) Daniel Brodsky, "Educating Juries: The Battered Woman Defence in Canada" (Alberta Law Review, Vol. XXV, No. 3, 1987), p. 463.

(26) *Breaking the Pattern*, pp. 19-20.

(27) Ibid., p. 20.

(28) Personal Interview with Grande Prairie's Odyssey House Director, Heather Rousseau, 22 January 1988.

(29) *Breaking the Pattern*, p. 20.

Chapter Two — The Unique Needs of Northern Alberta

(1) *Domestic Violence in Rural America: Problems and Possible Solutions* (S. Kuhle, Nebraska Crime Commission, Nebraska Task Force on Domestic Violence, NOVA, Nebraska), p. 1.

(2) Maureen O'Hara, *Direct Services for Battered Women in Canada* (1985), p. 3.

(3) Personal Interview with Grande Prairie PACE representative, Joanne Berg, 28 January 1988.

(4) O'Hara, p. 6.
Native Women's Needs Assessment Survey (Women's Education and Research Foundation, Ottawa, 1986), p. 20.

Chapter Three — A Comprehensive Approach

(1) *Breaking the Pattern*, p. 48.

(2) Ibid., p. 15.

Chapter Four — Services Available in Northern Alberta

(1) Grande Prairie Women's Residence Association Brief #1493 (Northern Alberta Development Council Public Meeting, Berwyn, April, 1986), pp. 7-8.

Chapter Five — Other Initiatives in Family Violence

(1) Northwest Regional Steering Committee on Family Violence Five Year Plan (1987), p. 3.

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